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## CHAPTER 1 INTRODUCTION

### I. 2015 Major Update to the Comprehensive Plan

Everett adopted its first Comprehensive Plan under the Growth Management Act (GMA) in 1994 and updated it with new growth targets in 2005. The Growth Management Act establishes a schedule for comprehensive review and update of the Plan. This 2015 update meets the GMA timing requirements for the comprehensive review and update. In addition to the GMA mandate to update the plan, Everett is updating its plan to respond to the Vision 2040 Regional Growth Strategy adopted in 2008. This plan update reinforces the role of Everett as a “metropolitan city” within the context of the 4-county region.

The purpose of the comprehensive plan is to guide growth for a twenty year planning period by defining the levels and spatial distribution of population, housing and job growth; the transportation, utilities and public facilities to serve the planned level of population and employment; the housing requirements for the community; methods to pay for necessary transportation, utilities and public facilities; and the desired physical character of growth in the city. The plan consists of a Land Use Map designating the desired use of lands for various activities, and policies to guide government and private decision makers in determining how Everett will grow, look and operate in the future. The City Zoning Map, Zoning Code and other development regulations will also be revised over time to implement the comprehensive plan.

#### A. Legal Requirements and Community Guidance for the Comprehensive Plan

The following summarizes the adopted legislation, regional and county-wide strategies, and community priorities providing guidance for the way Everett should grow in the future, as articulated in the comprehensive plan.

##### 1. Growth Management Act

The Growth Management Act was adopted by the State Legislature in 1990 in the wake of tremendous economic and population growth in the Puget Sound region during the latter part of the 1980's. The goals in the GMA, which do not have a specific order of priority, are:

- Urban growth. Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.
- Reduce sprawl. Reduce the inappropriate conversion of undeveloped lands into sprawling, low-density development.
- Transportation. Encourage efficient multimodal transportation systems that are based on regional priorities and coordinated with county and city comprehensive plans.
- Housing. Encourage the availability of affordable housing to all economic segments of the population of this state, promote a variety of residential densities and housing types, and encourage preservation of existing housing stock
- Economic Development. Encourage economic development throughout the state that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens of this state, especially for unemployed and for disadvantaged persons, promote the retention and expansion of existing businesses and recruitment of new businesses, recognize regional differences impacting economic development opportunities, and

encourage growth in areas experiencing insufficient economic growth, all within the capacities of the state’s natural resources, public services, and public facilities.

- **Property Rights.** Private property shall not be taken for public use without just compensation having been made. The property rights of the landowners shall be protected from arbitrary and discriminatory actions.
- **Permits.** Applications for both state and local government permits should be processed in a timely and fair manner to ensure predictability.
- **Natural Resource Industries.** Maintain and enhance natural resource-based industries, including productive timber, agricultural, and fisheries industries. Encourage the conservation of productive forest lands and productive agricultural lands, and discourage incompatible uses.
- **Open Space and Recreation.** Retain open space, enhance recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks and recreation facilities.
- **Environment.** Protect the environment and enhance the state’s high quality of life, including air and water quality, and the availability of water.
- **Citizen Participation and Coordination.** Encourage the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts.
- **Public Facilities and Services.** Ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards.
- **Historic Preservation.** Identify and encourage the preservation of lands, sites, and structures that have historical or archaeological significance.
- **The Shoreline Management Act.** The goals and policies of the Shoreline Management Act are the 14<sup>th</sup> goal of the GMA.

**2. PSRC VISION 2040 Regional Growth Strategy; Multi-County Planning Policies**

The Puget Sound Regional Council (PSRC) VISION 2040 Regional Growth Strategy was adopted in 2008 by local governments in the central Puget Sound region as an update to the previous Vision 2020 regional growth plan. The strategy in VISION 2040 calls for concentrating a large percentage of future employment and population growth into metropolitan cities, including Everett, and other growth centers, and linking the centers with a regional high capacity transit system. This strategy reinforces the goal of the GMA to contain sprawl and encourage development where public facilities and services exist or can be provided in an efficient manner.

The Vision 2040 regional growth strategy established population and job growth “guidance” for the metropolitan cities of Seattle, Bellevue, Everett, Bremerton, and Tacoma. These cities are identified as urban centers where significant employment and residential growth is desirable, accompanied by increased investment in regional light rail transit (except in Bremerton).

The City proposed three alternative sets of growth targets for consideration in the 2015 update of the comprehensive plan, including the Vision 2040-based targets, and two lower growth alternatives.

Vision 2040 also serves as the GMA-mandated Multi-County Planning Policies (MPPs) for King, Pierce and Snohomish counties. The MPPs serve as a guide for local comprehensive plans to address a consistent growth strategy across the region. Countywide Planning Policies (CPPs) are required to be consistent with the MPPs and local plans are required to be consistent with the CPPs for their respective counties.

### **3. Snohomish County Tomorrow - Countywide Planning Policies**

The Growth Management Act requires that counties adopt countywide planning policies to provide a framework for cities and counties to develop comprehensive plans. The purpose of the policies is to express a regional vision and help measure consistency of local plans. In 2011, Snohomish County Tomorrow recommended adoption, and the Snohomish County Council updated the countywide planning policies to be consistent with the MPPs, including policies for:

- Central Principles and Framework Policies
- Joint Planning Policies
- Policies for Locating Essential Public Facilities
- Development Patterns
- Housing,
- Economic Development and Employment
- Transportation.
- The Natural Environment
- Public Services

The CPPs endorse the Vision 2040 regional growth strategy as the basis for the Countywide Planning Policies, and include initial growth targets for all jurisdictions in Snohomish County. The initial growth targets suggested for Everett for 2035 include a population of 164,812 and employment level of 145,428 in the city limits (2015 city boundaries). The 2035 initial growth targets for Everett’s unincorporated Municipal Urban Growth Area (MUGA) are for a population of 50,387, and an employment level of 8,324. The CPP’s include a process for reconciling growth targets among cities and the County following each jurisdiction’s own action adopting its comprehensive plan and growth targets.

### **4. Everett Visioning Reports**

Since 1972, the City of Everett has periodically conducted citizen based visioning exercises to guide planning effort. Each of the visioning efforts has yielded consistent priorities for Everett. Among the often repeated priorities are the following directives:

- Diversify Everett’s economic base
- Encourage quality redevelopment and an intensive mix of uses in downtown
- Develop an efficient local and regional multi-modal transportation system
- Improve the quality and character of the City’s commercial arterial areas
- Improve public access to the City’s waterfront areas
- Expand and improve parks in Everett
- Encourage improvement and extension of sidewalks, trails and bike lanes in the City
- Encourage a diverse range of affordable housing opportunities

- Maintain and improve the quality of housing and neighborhoods
- Encourage active citizen participation in City government and planning efforts
- Provide educational excellence for children in school districts serving Everett
- Create opportunities for job training and 4-year degree programs in Everett
- Support programs to serve special needs populations

For the 2015 update of the comprehensive plan, citizens have validated that the above common themes still are important priorities for Everett’s future. Additional concerns identified through a community questionnaire and public visioning workshops include a need to address:

- public safety concerns,
- homelessness, and
- services for individuals with mental illness.

While not all of the issues identified through earlier and the current visioning exercises can be addressed in detail in the comprehensive plan, they do provide a statement of the type of community Everett aspires to be, which will influence how the City responds to the mandates and directives of GMA, Vision 2040 (the MPPs), and the CPPs.

## 5. Alternative Growth Targets

The City developed three different sets of 2035 population and employment growth targets for the 2015 plan update. These targets are based upon the 2015 city limits, and were used to identify three distinct choices for consideration:

Alternative 1: High growth scenario (County Council adopted growth targets, June, 2015)

2035 Population	=	165,000
2035 Employment	=	140,000 (identical to Alternative 2)

Alternative 2: Moderate growth scenario (City Council preliminary growth targets)

2035 Population	=	143,000
2035 Employment	=	140,000

Alternative 3: Existing Plans extended to 2035

2035 Population	=	133,000
2035 Employment	=	142,000

Everett has chosen the Alternative 2 growth targets, but has provided sufficient land use capacity to accommodate the Alternative 1 growth levels in the 2015 plan update.

## 6. Vision for the Everett Comprehensive Plan

A community’s vision expresses a future state or condition that citizens aspire to achieve. Each community has a different history that shapes how its citizens think about the future. Everett has a legacy as an industrious people with an independent spirit who value their ability to accomplish great things when working cooperatively for a common purpose. This spirit is reflected in the following statement of a community vision for Everett’s future.

Everett will be a better community if we preserve our essential qualities, while continuing to collaboratively address the challenges that greet us. We are, and will continue to be:

- a diverse and resilient community of caring, hardworking, generous citizens
- comprised of distinctive neighborhoods and vital business districts
- proud of our unique heritage and invested in a prosperous future
- a community of opportunity where people choose to live, work, thrive and stay

## **7. Consistency Statement – Growth Strategy and Vision 2040**

The 2015 Update of the Everett Growth Management Comprehensive Plan reinforces Everett’s longstanding strategy of concentrating future growth into compact growth centers, transit-oriented corridors, and the southwest Everett Manufacturing and Industrial Center, consistent with the Vision 2040 Multi-county Planning Policies and the Countywide Planning Policies. Additional growth will also be encouraged in areas identified through our community visioning processes.

Everett’s growth strategy will promote a land use pattern and integrated multi-modal transportation system that is consistent with the Vision 2040 Regional Growth Strategy and supports a sustainable future by:

- providing capacity for housing, population and employment growth near high capacity transit, regional and local transit service facilities
- improving the transportation system to support increased density in regional growth centers and transit corridors
- improving mobility, connections and access to opportunity within and outside the City
- protecting and enhancing environmental resources
- encouraging physical activity through non-motorized transportation improvements and public access to Everett shorelines
- increasing opportunities for mixed use development where citizens can choose to live, which will enable them to reduce per capita travel distances, vehicle miles traveled and greenhouse gas emissions
- improving opportunities for households to reduce the combined costs of housing and transportation

## **II. Description of the Preferred Alternative for the Everett Comprehensive Plan**

### **A. The Preferred Alternative for the 2015 Plan Update**

Based upon an extensive citizen participation process, a Preferred Alternative was selected. The preferred alternative incorporates the growth capacity necessary to support the growth targets of Alternative 1, but establishes growth targets based upon Alternative 2. Everett does not believe all of the factors required to create a fundamental shift in the regional economy will align to support the higher 2035 growth targets of Alternative 1. The preferred alternative builds upon earlier public visioning and planning efforts and has incorporated recommendations from a diverse array of interests and citizens involved in the review of the alternative growth scenarios developed for the draft plan and SEIS.

**B. Basic Growth Concepts of the Everett Comprehensive Plan**

The following concepts are the basis for the policies, land use map designations, and the implementation programs for Everett's Growth Management Comprehensive Plan:

1. The County Council, on June 10, 2015, adopted the Snohomish County General Policy Plan which included 2035 growth targets for each city within the county, and for unincorporated areas. For Everett, the population growth targets are identical to Alternative 1, while the employment growth targets are identical to Alternative 2. While Everett does not believe these population growth targets are feasible, the City will adopt them conditionally as the preferred alternative growth targets in order to avoid the growth target reconciliation process following adoption of the City's comprehensive plan update. The growth targets are conditional on a number of actions and influences that are beyond the City's control occurring that would create stronger demand for housing in Everett. If these factors do not occur, then Everett's preferred alternative growth targets will be those stated for the default Alternative 2.
2. Everett supports the Regional Growth Strategy (RGS) of the Puget Sound Regional Council's Vision 2040 regional growth, transportation and economic development plan. However, the growth guidance suggested by the PSRC for Everett requires residential development between 2015 and 2035 to be at a pace of more than 5 times the rate since 1990. This regional expectation for a community with very little undeveloped residentially zoned land means that, to be successful, significant fundamental changes to the local and regional real estate market are required to promote redevelopment at very high densities in Everett. Since Everett has only minor influence over the dynamics of the regional economy, forces beyond Everett's control must align if the City is to grow in accordance with the regional expectations.
3. The Regional Growth Strategy contained in Vision 2040 was adopted in 2008, and developed prior to that year, well before the full effects of the national recession could have been anticipated. Everett encourages the PSRC and our fellow communities to re-evaluate the growth projections to determine what is realistic, possible, and feasible, and make adjustments as needed.
4. For the higher growth suggested by Vision 2040 to be feasible, Everett is dependent upon several assumptions that require actions beyond Everett's control, specifically the following:
  - a. Sound Transit 3 must be approved by the electorate and light rail service to downtown Everett must be completed by about 2030, to give the real estate market enough time to respond to the light rail service and station improvements that serve Everett.
  - b. Sound Transit will build the light rail system and light rail stations in a manner and locations that maximize support for job and housing development in Everett.
  - c. The regional economy is robust enough to make high rise residential and non-residential construction in Everett financially viable, in order to support densities high enough to accommodate the growth expectations of Vision 2040. Decisions by major industries and employers to locate, stay and grow in Everett (military, aerospace, high tech industry, etc.) will greatly influence the strength of the local real estate market.

- d. The land use plans of other cities, Snohomish County, and tribal governments must also be consistent with adopted regional growth plans and must not create an imbalance in the supply of available land for future urban development that would shift a greater proportion of growth away from Everett.
  - e. Regional and WSDOT investment in transportation capacity must support workforce commute travel from areas located north and east of Everett to employment centers in Everett.
5. If all of these factors occur in a manner that maximizes market attraction to growth opportunities in Everett, the City can live up to the growth expectations of Vision 2040 and Alternative 1. If they do not, Everett will still comply with GMA and Vision 2040 by providing sufficient growth capacity for the Alternative 1 growth targets. However, if the region’s growth aspirations for Everett are not realized, the extent to which the market instead chooses to direct growth to other areas will require re-examination of the Vision 2040 regional growth strategy.
6. **Conditional Growth Targets.** The comprehensive plan identifies sufficient land use capacity to accommodate the Vision 2040 growth guidance and County Council adopted growth targets (population capacity exceeding 164,812; employment capacity exceeding 140,000). However, Everett believes it is more realistic to assume that not all factors necessary for the regional economy to support unprecedented demand for high density development in Everett, as stated above in Paragraph 4, will align to the extent that the RGS guidance for growth targets for 2035 will be realized. Therefore, Everett selects Alternative 2 as the 2035 default growth targets for the current (2015) city limits in the event that these factors are not realized:

<u>Conditional 2035 Growth Targets</u>		<u>Default 2035 Growth Targets</u>	
Population	- 165,000	Population	- 143,000
Housing	- 73,016	Housing	- 64,716
Employment	- 140,000	Employment	- 140,000

The default targets are realistic and achievable, but lower than the guidance of the Vision 2040 Regional Growth Strategy, and of the Growth Targets adopted by the Snohomish County Council, given the land capacity that exists in other jurisdictions in Snohomish County.

7. Housing growth in Everett will be principally in the form of multiple family dwellings in redevelopment areas, including the following specific mixed use areas:
- a. Downtown
  - b. Everett Station area
  - c. Broadway north of 41<sup>st</sup> Street
  - d. Everett Community College / Washington State University special study area
  - e. Riverfront
  - f. Port of Everett central waterfront
  - g. Evergreen Way
  - h. Other arterial corridors
  - i. Transit corridors and future light rail station areas

8. Minor amounts of infill development will occur in existing residential neighborhoods as allowed by zoning, including single family dwellings, duplexes, accessory dwelling units, and infill units (detached).
9. Employment growth will be encouraged in mixed use areas described above and in the City's industrially zoned areas.
10. The proposed regional high capacity rapid transit system linking Everett and other major urban centers in the region is highly desirable, but it is uncertain at the time of adoption of this plan update if it will be sufficiently developed within a time frame that will support the Vision 2040 growth guidance or the City's population and employment growth targets. There will be other important improvements to the transportation system, including improvements to public transportation, and Everett will continue to support development of an efficient regional rapid transit system.
11. Protecting and enhancing the character of existing residential neighborhoods is critical to the quality of life in Everett. Everett's growth strategy will encourage more housing in mixed use neighborhoods, with an emphasis on the quality and design character of higher density housing. Increasing opportunities for home ownership is still important, but not a high priority as it has been in previous comprehensive plan updates, since the majority of future housing units will be multiple family dwellings, and most of these units are likely to be rental housing.
12. The city will preserve most of its industrial land for future job growth as an important regional economic resource. Areas that have been designated industrial will be preserved for future employment activities rather than being redesignated for residential development. A few industrial areas may be considered for other land uses in the future if it can be demonstrated that converting them to a non-industrial use will not reduce the viability of adjoining industrial lands, or the viability of Paine Field to operate as a general aviation airport.
13. The Snohomish River area north of Pacific Avenue will be designated as a special study area for consideration of potential economic development strategies and land use changes.
14. Arterial streets traditionally zoned or used for commercial activities will be the focus of redevelopment with a greater emphasis on residential uses mixed with commercial development. Improvements to the public transportation system will be supported along such streets by transit compatible site and building design, and by increased residential densities. These gateway corridors will also be improved aesthetically as properties are redeveloped to make such areas more attractive areas for living, shopping and working. Design measures are needed to promote quality development.
15. The trees within and adjacent to the I-5 corridor will be preserved to the greatest extent possible and enhanced with additional plantings to maintain the natural aesthetic qualities of the most prominent gateway entrance to the city.

16. Commercial and residential redevelopment is strongly encouraged in the central business district and Everett Station area. The Core Residential Area is intended to be redeveloped with attractive and affordable higher density housing. Mid to high rise residential buildings are encouraged in the central business district and Everett Station area, and near existing or future high capacity transit stations, whether bus rapid transit (BRT) or light rail transit (LRT). Public and private amenities are encouraged in these areas in order to create an attractive environment for business and living. The City will provide incentives to encourage higher density housing in and near downtown, Broadway, Everett Station, and near high capacity transit stations.
17. Shoreline areas along the deepwater harbor and Snohomish River, north of Pacific Avenue are to be used primarily for water dependent industrial and commercial activities, and for active recreation purposes, where possible. Public access to the Snohomish River shoreline is a high priority, although alternatives to direct public access will be considered to enable water dependent activities to locate along these parts of the shoreline.
18. An increasing population will create greater demands for parks, schools, recreation, sidewalks, bicycle trails, and other public facilities. Scarce public resources will require creative approaches and greater cooperation between the city, other public agencies, and the private sector to provide the infrastructure and public amenities that will preserve and enhance the quality of life in Everett. Financial constraints may require Everett to lower its levels of service standards for a number of public services and facilities.
19. The conditional overall 2035 population and employment levels proposed for the incorporated city boundaries as of January 1, 2015, are 165,000 persons and 140,000 jobs. The default overall 2035 population and employment levels proposed for the incorporated city boundaries as of January 1, 2015, are 143,000 persons and 140,000 jobs. The overall conditional population and employment levels proposed for the Everett Planning Area (both the presently incorporated and unincorporated parts) are approximately 212,000 persons and 149,000 jobs. The overall default population and employment levels proposed for the Everett Planning Area (both the presently incorporated and unincorporated parts) are approximately 190,000 persons and 149,000 jobs.
20. While Everett's comprehensive plan assigns future land use designations for those portions of the planning area currently outside the city limits, population and employment levels for these portions of the planning area will be established by Snohomish County's comprehensive plan. Since Everett does not have land use authority in these unincorporated areas, it cannot implement the development standards and growth strategies needed to ensure the achievement of a specified growth level.
21. Population and employment levels for Everett and the unincorporated portion of the planning area will be monitored and reevaluated periodically with other jurisdictions and adjustment of growth targets will be made as needed to reflect land consumption, building activity, changing land use needs and designations, and the effectiveness of growth management policies.

22. Everett feels that all cities, towns and unincorporated areas must accept essential public facilities and subsidized housing. Everett may resist the siting of regional facilities in Everett for which the city feels it already has a disproportionate share.

**C. Best Guesses About the Future -- Assumptions for Everett's Plan**

The following basic assumptions about Everett's future are the basis for the growth strategies and policies of the comprehensive plan.

1. Snohomish County will continue to make the transition to a diversified economy based upon technologically advanced manufacturing, finance, services, retail, international trade, government, military, medical services, education, tourism/hospitality and transportation. Everett will continue to be the manufacturing, service, government, trade, medical service, social service and transportation center for the county. Changes in the traditional economic base will cause the city to reevaluate its historic land use patterns, particularly in certain shoreline areas previously used for water-dependent heavy manufacturing activities.
2. Everett will remain the central city for Snohomish County, and as the population of the area continues to grow and age, its role as the activity center for governmental, financial, professional, educational, medical and social services within the county will grow.
3. Snohomish County will remain an attractive area to live, and population growth rates within the county will considerably exceed that of the state and nation as a whole.
4. Everett's population growth rate must significantly increase to realize regional expectations. However, unless (a) the housing capacity for growth in other areas of Snohomish County is reduced below current levels; and (b) consumer preferences for housing shift dramatically to favor multiple family housing over single family detached housing, it is unlikely that Everett will experience such increases in housing and population growth.
5. Everett's citizens and neighborhoods will remain active in the affairs of city government and planning, and will demand that growth and development be responsive to the desires of the community, especially in residential neighborhoods, prioritizing the quality of development and character of neighborhoods over accommodating numerical growth targets.
6. As the areas within and surrounding Everett become more densely developed, the demand for high levels of public services and amenities will also grow, requiring local government to plan for and provide the services and facilities necessary for a high quality urban environment. This demand from unincorporated areas frequently impacts services provided by cities, and cities must consider annexation as one way to collect revenues from areas that already impact municipal services and finances. Everett will have to consider annexation of its Municipal Urban Growth Area.
7. Like other local governments, Everett will be forced to rely even more heavily on local sources of revenue as state and federal funding of community services and capital

improvements will become increasingly difficult to obtain. The potential for additional revenue impacts due to state initiatives and voter-approved tax cuts may make revenues even more unstable and difficult to forecast. As a result, Everett may have to consider reducing level of service standards for a number of public services and facilities.

8. The majority of Everett's residential growth will occur in and near the Central Business District, Everett Station, and in transit corridors.
9. There will be significant residential and commercial redevelopment activity in and surrounding Everett's downtown core.
10. As vacant and developable land becomes scarcer and population continues to grow, the cost of housing will rise at a faster rate than personal income. This will force the City to reexamine the traditional residential development and redevelopment patterns, and will result in the great majority of new housing in Everett being developed in multiple family structures. The demand for multiple family dwellings will increase as a result of growth in the number and percentage of senior and single-person households, and a decrease in the percentage of households with children.
11. Although improvements will be made and greater emphasis will be placed upon the public transportation system, the private automobile will continue to be the primary form of transportation for the majority of Everett and Snohomish County residents. Everett must consider revisions to its traditional land use pattern and development regulations to promote greater use of its public transportation investment and alternative modes of transportation.
12. Concerns about air quality, water quality, and climate change, will generate changes to federal and state laws, and impact local land use planning requirements and development regulations.
13. As a large owner of vacant and underutilized waterfront land, the Port of Everett will expand its waterfront development activity and will also continue to focus attention on public shoreline access and recreation improvements.
14. The Port of Everett will continue to expand its trade activity at the marine terminal.
15. Everett will experience continued growth in citizen interest in the arts and cultural activities as population increases. This growth will result in a demand for improved arts, cultural, and recreational facilities in Everett.
16. An increasingly urbanized population will create greater demand for recreation facilities and open space, including trails, and Everett's shorelines will become a focus for the community's recreational and open space needs.
17. The aging of the baby boom generation will substantially increase the proportion of Everett's population over the age of 65. This demographic change will create demand for more senior-friendly and affordable housing, as well as increasing the need for public transit service.

#### **D. Uncertainty of Assumptions -- Changes Beyond Our Control**

All comprehensive plans are based upon a set of assumptions about trends and development patterns that are likely to occur. Everett's growth concept is based upon assumptions described on the preceding pages, including unprecedented and sustained rates of housing development within already developed parts of the City. However, we cannot predict the future; we can only adopt growth strategies based upon our best understanding of likely growth trends and the consequences of implementing a particular strategy. Even the most reliable predictive models that have accurately forecasted growth at the regional level have difficulty in accurately predicting the level and rate of growth for smaller geographic areas the size of Everett's planning area.

Unforeseen events can affect the amount, rate, composition and location of future job growth, demand for housing, vehicle trip generation, and land development. For example, the decision of a major employer to move into or out of the region could significantly affect the assumptions of Everett's growth concept. Construction of a regional high capacity transportation system, Federal government decisions about the Navy Homeport in Everett, national and global economic conditions, changes in lifestyles, and technological advancements are events beyond the control of the city that could substantially alter the assumptions used to develop Everett's growth concept.

The growth concepts are based upon the presumption that the growth guidance of the Vision 2040 RGS for Everett will significantly bend the trend for residential development that has been more typical in Everett in the past two decades. The growth levels of this plan update are based upon the land use designations, regional transportation investments, local infrastructure improvements, and possible outcome of twenty years of growth. Unforeseen events and changes to growth trends will cause Everett and other jurisdictions to reevaluate their comprehensive plans. Such a plan amendment process is anticipated to occur periodically.

### **III. Use of Policies in All Elements of the Comprehensive Plan**

Each element of the comprehensive plan includes policies and potential actions or implementation measures that the City should consider to attain the community's goals, as stated in the plan. While each policy is important, and each potential implementation measure may help advance the overall vision for Everett's future, the prioritization, timing and financial feasibility of each policy action or implementation measure must be carefully weighed by the City.

It is not possible to implement all policies, actions or potential implementation measures called for by the comprehensive plan. Therefore, City government collectively, which includes the city council, city administration, individual departments, commissions and boards, will use the policies and implementation measures in the plan to guide work programs, budgets, capital improvement programs, and action programs. Over time, the comprehensive plan policies, actions and implementation measures will be implemented as priorities dictate and resources will

allow. Occasionally, there will be a re-evaluation and change to policies, actions and measures stated in the plan as the community's priorities and values change.

The City shall maintain the discretion to determine how the policies of the plan are to be interpreted and implemented. The comprehensive plan shall not commit the City to actions that are not fiscally sustainable over time.

#### **IV. Countywide Population and Employment Target Reconciliation Process**

The Growth Management Act requires that the State Office of Financial Management (OFM) dictate a population range for which counties must plan. There is no procedure in the Act for allocating population or employment to smaller sub areas of the county, but it gives each county's legislative body the responsibility to set the population level for each city. There is no requirement in GMA for establishment of a prescribed employment level.

In Snohomish County, the process for allocating growth among cities and unincorporated areas of the county is spelled out in the Countywide Planning Policies. Initial growth targets were adopted by the County Council for guidance by each jurisdiction in updating their plans. If the jurisdictions within the county adopt different growth targets than the initial growth targets, the CPP's provide for a growth target reconciliation process. This process could result in changes to the growth targets stated above in Section II.B.5.

#### **V. Geographic Extent of the Comprehensive Plan**

##### **A. Everett Planning Area - The Future City Limits?**

Everett's "planning area" includes not only all lands within the present city limits, but also extends to areas that are presently unincorporated and for which Snohomish County has the responsibility for planning and land use permit administration. Unincorporated areas that have been identified for potential annexation to cities are identified in the CPPs as Municipal Urban Growth Areas (MUGAs). These are areas that may be annexed to the city within the current twenty-year horizon of the comprehensive plan.

Goals #1 and #2 of the Growth Management Act require that urban growth areas be designated in each county, within which future urban growth would be encouraged and outside of which primarily only rural uses would be permitted. The Everett Planning Area boundaries are entirely within the Urban Growth Area boundaries adopted by Snohomish County.

##### **B. Outside the Everett Planning Area**

Outside of the proposed Everett Planning Area boundaries are the MUGAs for the cities of Mukilteo, Lynnwood and Mill Creek to the south, Marysville to the north, and an urban area to the southeast of Everett not yet claimed by any existing municipality as being within its planning or growth area (Silver Firs MUGA Gap Area). This unclaimed area is served indirectly by the Everett water and sewer system, through the Silver Lake Water District. While Everett has

expressed an interest in this area in the past, it is too far from current city boundaries to be considered a logical area for annexation and extension of additional services within the twenty-year planning period of the comprehensive plan. However, this area could be considered for



future service by Everett if there is unprecedented interest in annexation expressed by area residents.

Goal #11 of the GMA requires close coordination between municipalities and counties for the planning of land uses, transportation, facilities and services. Cooperation with neighboring cities and the county is essential to provide adequate public services to these areas regardless of which cities may ultimately annex them. The Snohomish County Tomorrow planning process and the CPP's have provided a forum for close coordination between Everett and its neighboring jurisdictions.

## VI. Existing Conditions

This section summarizes the City of Everett's demographic and economic conditions.

### A. Demographics

Demographic data is based upon US Census figures, American Community Survey (ASC) data, Puget Sound Regional Council (PSRC) data, and Snohomish County Assessor data. The highlights are summarized herein.

#### 1. Population

The City of Everett's total population in 2010 was 103,019. From 2000 to 2010 there was a 12.6 percent increase in population of 11,531. In 20 years, from 1990 to 2010, the population increased by 33,058 or 47.3 percent. Population growth was the result of both annexation of unincorporated areas and housing development within the city.

**Table 1: City of Everett Total Population**

1990 Population	69,961
2000 Population	91,488
2010 Population	103,019

\*Source: U.S. Census Bureau, 1990, 2000 and 2010 Census

Estimated population for Everett was 104,900 in 2014.

#### 2. Ethnic Origin

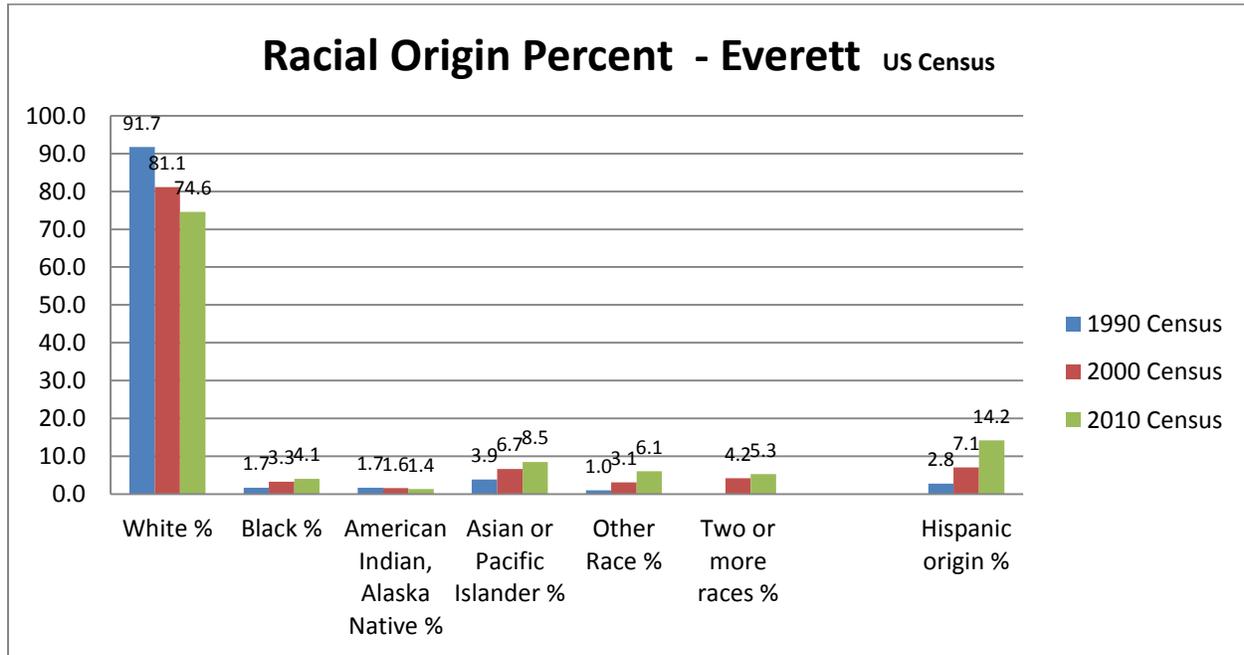
The City's population has become more diverse over time. From 2000 to 2010, the African American and Asian/Pacific Islander segments of the population increased by 37.1 percent and 44 percent respectively, while the number of people of Hispanic origin<sup>1</sup> grew by 123.2 percent. The number of Caucasians increased 3.7%. Between 1990 and 2010 the African American and Asian/Pacific Islander segments of the population increased by 261.9 percent and 221.1 percent respectively, while the number of people of Hispanic origin grew by 639.7 percent. The number of Caucasians increased 19.8%.

**Table 2: Race and Hispanic Origin Everett City Limits**

Race/Origin	1990		2000		2010	
	#	% Total	#	% Total	#	% Total
White	64,177	91.70%	74,152	81.10%	76,844	74.60%
Black	1,160	1.70%	3,061	3.30%	4,198	4.10%
American Indian, Alaska Native	1,218	1.70%	1,423	1.60%	1,408	1.40%
Asian or Pacific Islander	2,738	3.90%	6,103	6.70%	8,791	8.50%
Other race	668	1.00%	2,865	3.10%	6,313	6.10%
Two or more races	N/A	N/A	3,884	4.20%	5,465	5.30%
Total	69,961	100.00%	91,488	100.00%	103,019	100.00%
Hispanic origin (of any race)	1,973	2.80%	6,539	7.10%	14,595	14.20%

\*Source: US Census, 1990, 2000 and 2010

**Figure 2: Race and Hispanic Origin Percent Everett City Limits**



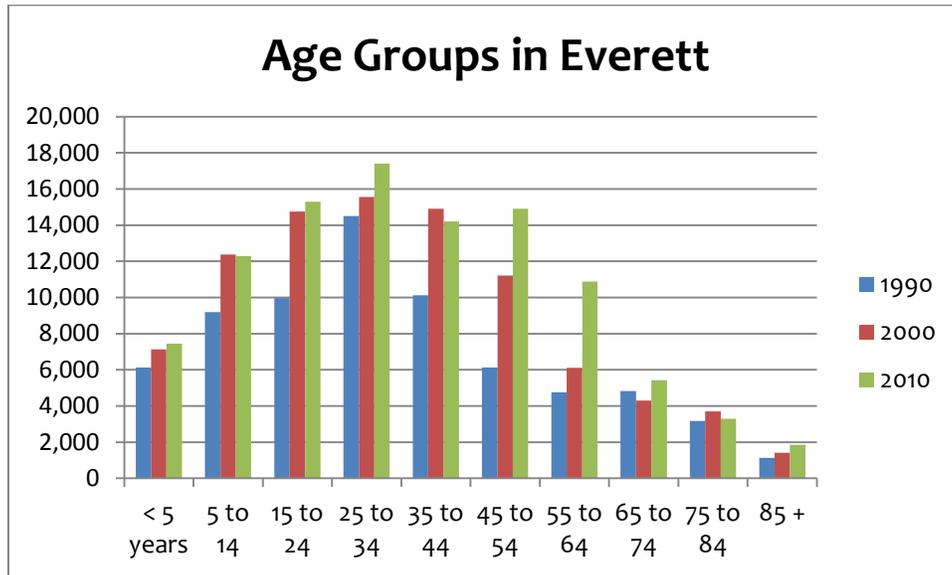
The percentage of foreign-born residents living in Everett also increased from 12.4 percent of the population in 2000 to 17.6 percent in 2010. The largest number of foreign-born residents came from Latin America, followed by Asia and Eastern Europe.

Everett is expected to become increasingly racially diverse over time. The State Office of Financial Management projects (OFM is developing a new methodology for projections and is expected to release early in 2015).

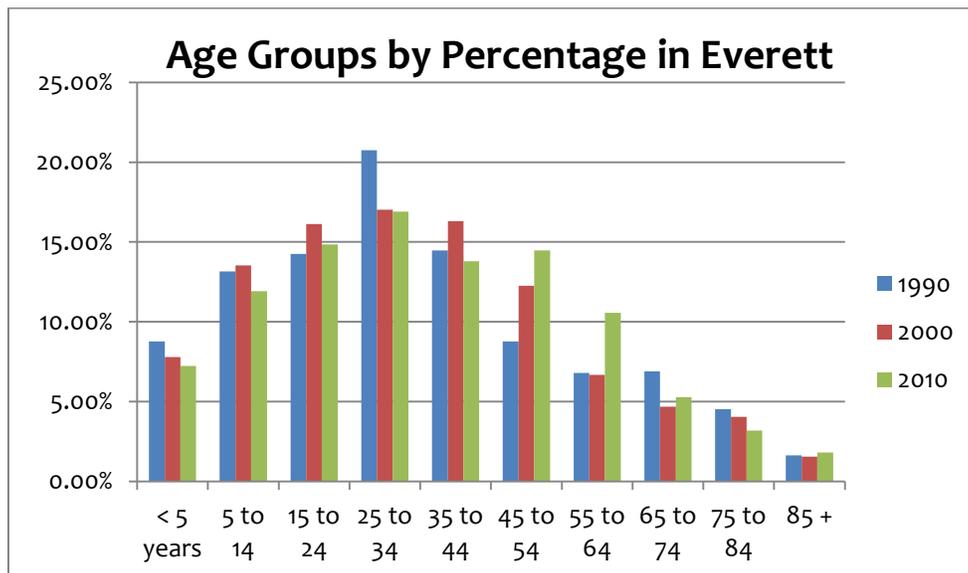
### 3. Age

A comparison of the age distribution of the population shows significant increases in the numbers of people who will become senior citizens within the next 20 years. In 1990 senior citizens represented 15 percent of Everett’s senior population. In 2000 and 2010 that percentage dropped to 10.3 percent. The 45 to 64 age bracket, however, of individuals to become senior citizens within 20 years has steadily increased from 15 percent of the overall population in 1990, to 19 percent in 2000, and to 25 percent in 2010.

**Figure 3: Age Distribution of the City Of Everett Population**



**Figure 4: Age Distribution by Percentage in Everett**



**4. Household Income**

The median household income for Everett in 2010 was \$47,552 up 18.6 percent from 2000. This figure is lower than the median for all of Snohomish County, which was \$66,300 up 25 percent from 2000.

**Table 3: Median Household Income**

	Everett	Snohomish County
2000*	40,100	53,060
2010**	47,552	66,300

\*Source: U.S. Census Bureau, 2000 Census

\*\*Source: U.S. Census Bureau, 2008-2012 American Community Survey

**B. Employment**

Everett is the major job center for Snohomish County, with approximately 35% of all jobs in the county in 2010 being located within the city. Manufacturing was the leading employment sector in Everett, and was the sector with the largest employment gain in ten years, up 4,059 jobs or 14.21 percent since 2000. The wholesale, transportation and utilities sector had the highest percentage increase of 63.98 percent, or 1,462 additional jobs. The retail, education and construction sectors all witnessed negative growth percentages since 2000; 6.42, 4.96, and 1.29 respectively. Overall, Everett saw an additional 9,715 or 13.44 percent job increase from 2000. Estimated total employment for 2011 within 2012 City limits was 93,379.

**Table 4: Employment by Sector**

	Construction & Resources	Finance, Insurance & Real Estate	Manufacturing	Retail	Services	Wholesale Trade, Transportation, & Utilities	Government	Education
2000	2,170	2,044	28,558	6,462	21,265	2,285	6,781	2,720
2010	2,142	2,192	32,617	6,047	25,111	3,747	7,559	2,585

Source: PSRC 2000 and 2010 covered employment estimates

Covered employment refers to positions covered by the Washington Unemployment Insurance Act. The Act exempts the self-employed, proprietors and corporate officers, military personnel, and railroad workers. Covered employment accounts for approximately 85-90% of all employment.

**Table 5: Estimated Covered Employment**

	2000*	2010**
<b>Estimated Covered Employment (# Jobs)</b>	72,285	82,000
<b>Households</b>	36,325	41,019
<b>Population</b>	91,488	103,019
<b>Jobs to Household Ratio</b>	1.99	2.00
<b>Jobs to Population Ratio</b>	0.79	0.80

\*Source: PSRC, 2000 U.S. Census

\*\*Source: PSRC, 2008-2010 ACS, 2010 US Census

## **VII. Annual Amendment and Update of the Growth Management Comprehensive Plan**

### **A. Introduction**

The Growth Management Act provides direction for the amendment of comprehensive plans. This Section spells out Everett's procedures for the annual update and revision of the City's Growth Management Comprehensive Plan. The procedures described herein shall be used by the City and the public in proposing, reviewing and approving amendments to the comprehensive plan.

Although the Comprehensive Plan is intended to be a guide for the public, elected officials, Planning Commission, and city staff in making decisions concerning community growth, land use and development decisions, capital improvements, and other programs, it is not so rigid as to be inflexible or unresponsive to changing circumstances. While changes to the comprehensive plan will be required from time to time, they should be carefully considered, responsive to the changing needs of the community, and in the best long-term interest of the entire community. In order to determine if the plan is effectively implementing the vision of the community, it should be periodically reviewed to determine how well it is performing and being implemented. This is not to suggest that the policies of the plan be changed routinely, but that they should be reviewed from time to time to keep the plan abreast with legal requirements, community needs, and changing circumstances.

By City ordinance, changes to either the policies or land use map of the comprehensive plan can be made only through a public review process conducted by the Planning Commission and City Council. The Planning Commission must conduct a public hearing and make a recommendation to the City Council. The City Council has the final authority to approve or deny a request to amend either the policies or land use map of the comprehensive plan.

### **B. Annual Amendment and Update of the Comprehensive Plan**

Except as provided by State law and Section C of this chapter, the comprehensive plan may only be amended once per calendar year. The City may amend as many sections of the comprehensive plan as it wishes each year as part of the annual plan update process. The City shall review all revisions as a comprehensive package of updates to the plan so the cumulative effect of all proposed amendments is fully understood. The comprehensive plan amendment process is intended to coincide with the annual budget process so that the City's expenditures are consistent with the priorities and goals of the community as expressed in the plan.

### **C. Exceptions to the Annual Plan Amendment Process**

The City may consider amendments to the comprehensive plan outside of the Annual Amendment and Update process under one or more of the following circumstances:

1. The initial adoption of a subarea plan that does not modify the comprehensive plan policies and designations applicable to the area;
2. The adoption or amendment of a shoreline master program under the procedures set forth in chapter 90.58 RCW;
3. The amendment of the capital facilities element of a comprehensive plan that occurs concurrently with the adoption or amendment of the City's budget;
4. Whenever an emergency exists; or
5. To resolve an appeal of the comprehensive plan or an implementing development regulation or program that is filed with the growth management hearings board or courts.

**D. Who May Initiate Amendments to the Comprehensive Plan?**

Amendments to the comprehensive plan may be initiated according to the following procedures:

**1. Amendment to the Land Use Map**

Proposed amendments to the Land Use Map of the comprehensive plan for the purpose of rezoning property or allowing a use or type of development that is not permitted by the current land use designation and implementing land use regulations may be initiated by a property owner, authorized agent, or by the City. Amendments initiated by a property owner or applicant shall be filed with completed application forms available from the Planning and Community Development Department along with applicable filing fees and application materials. The Planning and Community Development Department shall establish a date by which applications for amendment to the Land Use Map must be submitted to be included in the annual update and amendment process, to allow for sufficient time to complete environmental review and public comment before the Planning Commission must make its decision.

**2. Amendment to Comprehensive Plan Policies to Support a Change to the Land Use Map**

Amendments to one or more policies of any element of the comprehensive plan that are needed to justify or support an amendment to the Land Use Map may be initiated by a property owner or applicant, or by the City. If initiated by a property owner or applicant, the justification for the change to the policy shall be included in the application materials for the Land Use Map amendment.

**3. Amendment to Comprehensive Plan Policies, Programs or Implementation Measures**

Amendments to one or more policies of any element of the comprehensive plan may be initiated by the Planning Commission, City Council, or the Mayor. Citizens, City departments, other public agencies, civic or business organizations, or other parties may make written recommendations to the Planning Commission, City Council, or the Mayor for revisions to comprehensive plan policies, programs or implementation measures. It shall be at the discretion of the Planning Commission, City Council, or the Mayor to further pursue such an amendment. Amendments to policies that are intended to support a property owner or applicant request for a change to the Land Use Map shall be filed as part of the application to amend the Land Use Map.

**4. Docketing Possible Amendments to the Comprehensive Plan and to Development Regulations**

The City shall compile and maintain a list of changes to the comprehensive plan or implementing programs or development regulations that have been suggested by the public, other agencies, civic or business organizations, or other interested parties. This list shall be presented to the Planning Commission to decide if such requests should be included in the annual update to the comprehensive plan. This list shall be available for review by the public. Provided, however, notwithstanding any language herein, the City is authorized to initiate and/or make amendments to the comprehensive plan and/or development regulations independent of the annual docketing process herein described.

**5. Reapplications for Reclassification of Property**

Re-applications for the amendment of the land use designation of property under the comprehensive plan are prohibited unless the applicant establishes that there has been a substantial change of circumstances pertaining to a material issue.

**E. Public Participation in the Plan Amendment Process**

The City shall use a public participation program that is designed to ensure that the public in general and affected parties in particular are informed of the proposed amendment and have the opportunity to participate in the public review of the plan amendment process. A variety of public participation measures which may be used include, but are not limited to, notification of the Council of Neighborhoods, notification of recognized neighborhood organizations for area specific amendments, mailing of notice to a comprehensive plan notification list, mailing of notice to area property owners for property specific proposals, notification of public agencies, public meetings, public workshops, environmental review, public hearings, newspaper articles and legal publications, posting of parcels of land affected by a proposed amendment, and other measures appropriate to the proposed amendment. The public participation process described herein may be waived or modified by the City if necessary to make an amendment in the event of an emergency.

**F. Planning Commission Review**

The Planning Commission shall review and make a recommendation to the City Council on all proposed amendments to the comprehensive plan initiated pursuant to Section X.D above. The Planning Commission review should begin early and include opportunities for the public to understand and comment on each of the proposed amendments. While the Planning Commission should be aware of all pending amendments each year, it need not withhold action on all proposed amendments if the decision on one amendment is not related to or will not affect the decision process for another amendment. The Planning Commission may hold meetings on different dates to discuss individual proposals for amendments that are not directly related to another proposed amendment.

**G. City Council Action**

The City Council shall hold a public hearing to review the recommendations of the Planning Commission for comprehensive plan amendments. The City Council may consider various proposed amendments on different dates, but shall not adopt an ordinance amending the comprehensive plan until all proposed amendments have been reviewed and the cumulative impact of all of the proposed amendments is fully understood, except as provided in Section X.C.

above. In reviewing the recommendation of the Planning Commission, the City Council shall have the authority to approve, disapprove, or approve with modifications any such recommendations, or remand to the Planning Commission any matter with instructions for further review and recommendation.

#### **H. Amending the Land Use Map**

The City is asked much more frequently to amend the designations of the Land Use Map than the policies embodied in the text. This is usually the result of an individual who wishes to rezone land to allow uses not permitted by the existing zoning of the property. Such requests are sometimes based upon a specific proposed use and development for a property, and sometimes are speculative for purposes of increasing the value of the land without a use or development plan proposed. In either case, the Planning Commission and City Council must carefully evaluate requests to amend the Land Use Map to determine the long-term benefit to the community as a whole. Whether initiated by the City or a private party, the burden of proof is upon the proponent to demonstrate the long-term benefit to the community as a whole. The following factors shall be considered in reviewing such amendment requests.

1. The proposed land use designation must be supported by or consistent with the existing policies of the various elements of the comprehensive plan.
2. Have circumstances related to the subject property and the area in which it is located changed sufficiently since the adoption of the Land Use Element to justify a change to the land use designation? If so, the circumstances that have changed should be described in detail to support findings that a different land use designation is appropriate.
3. Are the assumptions upon which the land use designation of the subject property is based erroneous, or is new information available which was not considered at the time the Land Use Element was adopted, that justify a change to the land use designation? If so, the erroneous assumptions or new information should be described in detail to enable the Planning Commission and City Council to find that the land use designation should be changed.
4. Does the proposed land use designation promote a more desirable land use pattern for the community as a whole? If so, a detailed description of the qualities of the proposed land use designation that make the land use pattern for the community more desirable should be provided to enable the Planning Commission and City Council to find that the proposed land use designation is in the community's best interest.
5. Should the proposed land use designation be applied to other properties in the vicinity? If so, the reasons supporting the change of several properties should be described in detail. If not, the reasons for changing the land use designation of a single site, as requested by the proponent, should be provided in sufficient detail to enable the Planning Commission and City Council to find that approval as requested does not constitute a grant of special privilege to the proponent or a single owner of property.

6. What impacts would the proposed change of land use designation have on the current use of other properties in the vicinity, and what measures should be taken to assure compatibility with the uses of other properties in the vicinity?
7. Would the change of the land use designation sought by the proponent create pressure to change the land use designation of other properties in the vicinity? If so, would the change of land use designation for other properties be in the best long-term interests of the community in general?

### **I. Amending Policies**

The policies of the comprehensive plan are the basis for many actions taken by the city and private sector. The foundation for the policies should be grounded in legal requirements, such as the Growth Management Act; sound planning and land use principles; the community's vision and values; and in the community's anticipated future growth needs. From time to time, one or more of the above policy bases changes. Laws are changed, economic conditions or social values change, growth trends cause a shift in land use needs, or the community's idea of what it wishes to be may be altered. When such changes occur, it is appropriate to review the Goals, Objectives and Policies of the plan.

The policies of the comprehensive plan are intended to provide a stable framework to guide the long-term physical growth within the Everett Planning Area. Therefore, consideration of changes to the plan policies should be based upon the long-term benefit to the community of such changes. Changes to the foundations upon which the policies are based may create a need to change the policies and subsequent programs or regulations that implement the policies. Major policy changes should be viewed in the context of changes to the law, changed socioeconomic conditions, shifts of community opinion and priorities, and significant changes to the amount and characteristics of anticipated future growth.

The following factors shall be considered in reviewing proposed amendments to comprehensive plan policies.

1. Have circumstances related to the subject policy changed sufficiently since the adoption of the plan to justify a change to the subject policy? If so, the circumstances that have changed should be described in detail to support the proposed amendment to the policy.
2. Are the assumptions upon which the policy is based erroneous, or is new information available that was not considered at the time the plan was adopted, that justify a change to the policy? If so, the erroneous assumptions or new information should be described in detail to support the proposed policy amendment.
3. Does the proposed change in policy promote a more desirable growth pattern for the community as a whole? The manner in which the proposed policy change promotes a more desirable growth pattern should be described in detail.
4. Is the proposed policy change consistent with other existing plan policies, or does it conflict with other plan policies? The extent to which the proposed policy change is consistent with or conflicts with other existing policies should be explained in detail.